

## LINCOLN CITY/LANCASTER COUNTY PLANNING STAFF REPORT

for October 27, 2004 PLANNING COMMISSION MEETING

**P.A.S.#:** Comprehensive Plan Conformance #04008 **Date:** October 15, 2004

**PROPOSAL:** Antelope Valley Redevelopment Plan to determine conformity with the *Lincoln and Lancaster County 2025 Comprehensive Plan*.

**CONCLUSION:** The proposed redevelopment plan is in conformance with the Comprehensive Plan.

<b><u>RECOMMENDATION:</u></b>	Find that this request is in conformance with the Comprehensive Plan.
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### **GENERAL INFORMATION:**

**LOCATION:** Two areas adjacent to Downtown, consisting of the North Bottoms Neighborhood bounded by Salt Creek on the north, Antelope Creek on the east, Interstate I-180 on the west, and the BNSF Railroad tracks on the south; and all or portions of the neighborhoods east and northeast of Downtown, generally bounded by 17<sup>th</sup> Street on the west, the BNSF Railroad tracks on the north, 27<sup>th</sup> Street on the east, and D and E Streets on the south.

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**EXISTING ZONING:**

I-1	Industrial District
P	Public Use District
H-3	Highway Commercial District
O-1	Office District
O-2	Suburban Office District
B-3	Commercial District
B-4	Lincoln Center Business District
R-2	Residential District
R-4	Residential District

R-6 Residential District  
R-7 Residential District  
R-8 Residential District

**EXISTING LAND USE:** Residential, commercial, industrial, and public in North Bottoms; also mixed use northeast and east of Downtown including industrial, residential, commercial, and public uses.

**ASSOCIATED APPLICATIONS:** None.

**HISTORY:** The Antelope Valley Project is a long-term, joint effort of the University of Nebraska-Lincoln, the Lower Platte South Natural Resources District, and the City of Lincoln to address flood control, transportation and community revitalization issues in the area adjacent to Antelope Creek east and north of Downtown. As required by the Nebraska Community Redevelopment Act, the City commissioned a Blight and Substandard Determination Study which was completed in April 2003. City Council declared the Antelope Valley Area “substandard and blighted” in July 2003.

**COMPREHENSIVE PLAN SPECIFICATIONS:**

- *Antelope Valley Major Investment Study: Amended Draft Single Package, City of Lincoln; May 1998, Updated November 1998. (among the subarea plans from the 1994 Comprehensive Plan carried over into the 2025 Comprehensive Plan) (p. F156)*
- *Strategies for Existing Residential Areas...Encourage a variety of housing types in the Downtown and Antelope Valley area. ( p. F73)*
- *Guiding Principles for Existing Commercial Centers:  
Encourage renovation and reuse of existing commercial centers. Infill commercial developments should be compatible with the character of the area and pedestrian oriented.  
Encourage mixed-use commercial centers, including residential uses on upper floors and at the rear of commercial buildings.  
Maintain and encourage ethnic commercial establishments that are convenient to existing neighborhoods. (P. F49)*

**ANALYSIS:**

1. This is a request to review a proposed Antelope Valley Redevelopment Plan for a determination of conformity with the Comprehensive Plan.
2. Antelope Valley as described in this plan is a large area bordering Downtown on the north, northeast, and east. The boundaries of the area are set forth more specifically on the attached map.

3. The Plan describes in general terms the neighborhood revitalization activities called for in the Antelope Valley Amended Draft Single Package, incorporated into the Comprehensive Plans of the community since 1998.
4. The plan describes two specific projects—an infill housing project at 23<sup>rd</sup> and Vine Street (Community Unit Plan approved as “Liberty Village”) and a “Neighborhood Enhancement” project to focus public and private improvement efforts on the Antelope Valley residential neighborhoods. Those projects would become eligible to propose detailed redevelopment agreements under this plan. All of the other projects generally described in the plan are for purposes of illustration of the redevelopment concepts and would require Plan Amendments prior to adoption of specific redevelopment agreements. All future amendments will be submitted to Planning Commission for review as to conformance with the Comprehensive Plan and must be approved by City Council.
5. The plan emphasizes mixed-use projects in the existing commercial areas of Antelope Valley project, in conformance with guiding principles of the Comprehensive Plan.
6. The plan emphasizes a variety of housing types, in conformance with the Comprehensive Plan.
7. The Antelope Valley Plan anticipates using multiple funding sources, including Tax Increment Financing from private development in the project area to pay for infrastructure and improvements such as property acquisition, site preparation and remediation, property demolition, utility improvements, facade improvements, parking improvements, and improvement of pedestrian facilities and provision of streetscape amenities.

Prepared by:

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**DATE:** August 23, 2004

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Figure 1

# ANTELOPE VALLEY REDEVELOPMENT PLAN

## An Executive Summary

### Why was this plan prepared?

The Antelope Valley Area of Lincoln includes an important part of Lincoln's traditional center. In spite of its key location, the Antelope Valley Area has not witnessed the same level of economic investment and reinvestment as other parts of Lincoln. In fact, over the last decades, major signs of blight and sub-standard conditions have surfaced.

Typically, in other cities, this deterioration would result in the "flight" of middle and upper income households away from the city's center. Flight creates inequalities and causes social, economic, political and environmental problems which most cities wait too long to address. Lincoln has not yet experienced major flight and it is still "one community." Antelope Valley Projects are based on the need for investment now to protect and enhance Lincoln's core, avoiding vastly more expensive "fixes" that would be needed later.

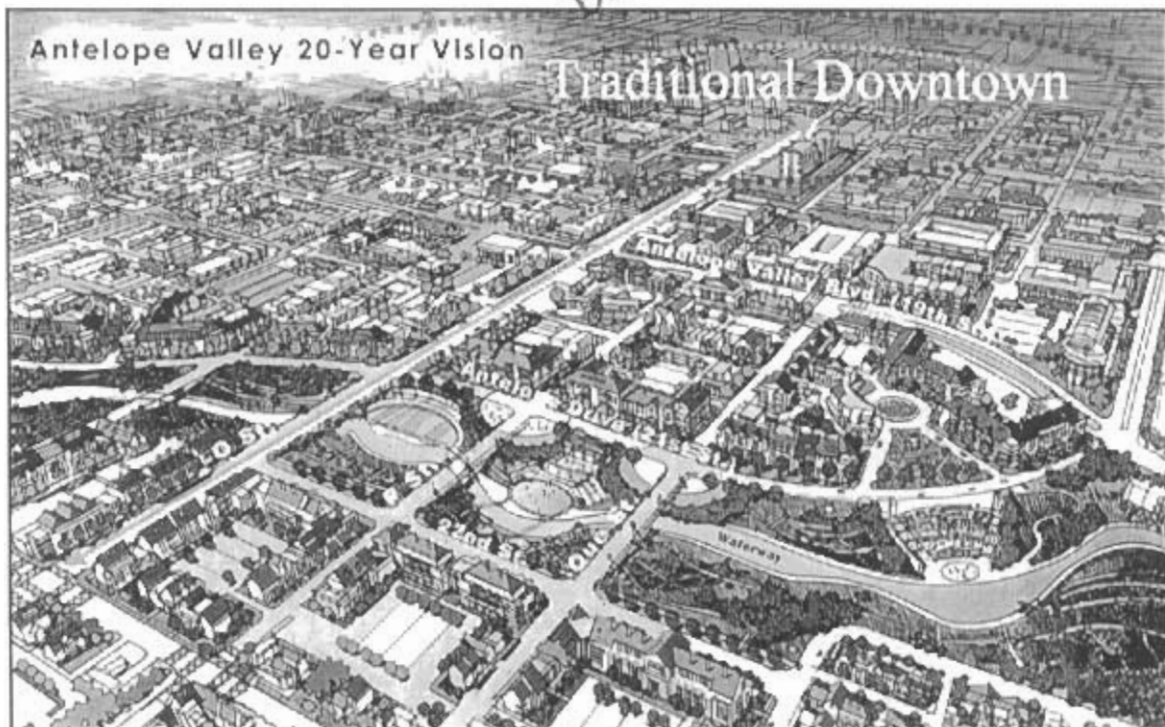
To address the problems in the Antelope Valley Area and to help spur redevelopment activities, three governmental agencies joined forces – the City of Lincoln, the University of Nebraska-Lincoln (UNL), and the Lower Platte South Natural Resources District. Together, they developed and approved the Antelope Valley Projects, which address three community redevelopment purposes:

- Flood Control,
- Transportation Improvements, and
- Community Revitalization.

The three governmental partners formed an administrative body, known as the Joint Antelope Valley Authority (JAVAA) to implement the Antelope Valley Projects. (See Figure 1 on page 2.) Over the next ten years, JAVAA will coordinate final design, property acquisition, tenant and property owner relocation and construction efforts for these projects.

When the flood control projects are completed, 336 commercial and industrial structures, 961 residential structures and 50 acres of UNL property will be removed from flood plain designation. Transportation improvements – including safer railroad crossings, more effective street alignments and an expanded trails network – will improve access to and from the Antelope Valley Area.

As the first Antelope Valley Projects are completed, the positive changes in flood control and transportation will be catalysts that trigger major community revitalization of the Antelope Valley Area. The Antelope Valley Redevelopment Plan is a 20-year vision of that revitalization. It paints potential new community enhancement projects and reinvestments in broad strokes, while encouraging the private sector to use its creativity to fill in the details. Working together and using this Redevelopment Plan as a flexible guide, public and private sector investment can bring vitality to the Antelope Valley Area.



To learn more about Antelope Valley Projects or the Redevelopment Plan, go to:  
[www.lincoln.ne.gov](http://www.lincoln.ne.gov) and select "Antelope Valley Project"

## Costs and Benefits

The estimated cost for the Antelope Valley Projects is \$225 million (2002 dollars). A professional economic report estimates that this large investment will produce public benefits worth over \$345 million. Another market economist has projected that for every Antelope Valley dollar expended, the private sector will respond with at least three dollars of investment.

## Background and Process

Located to the north, east and southeast of Traditional Downtown and the University of Nebraska, the Antelope Valley Area is named for Antelope Creek which flows through it. The area includes:

- **East Downtown**, located between the eastern edge of Traditional Downtown (17th Street) and the new waterway (21st Street) and between K and R Streets. It is sometimes referred to as "Autoland."

because of the heavy predominance of car dealerships, motor vehicle repair services, commercial uses and parking lots in the area.

- **Neighborhoods**, including all or parts of seven residential neighborhoods: North Bottoms, Clinton, Malone/Hawley, Woods Park, Near South and Downtown.

When the area was evaluated, it was found to meet requirements to be "blighted." In June, 2003, the City Council officially declared the area "blighted and substandard" in accordance with Nebraska Community Development Law. That declaration opened the door to creating the *Antelope Valley Redevelopment Plan* for the area.

The Plan, in turn, permits the City to enter into redevelopment contracts with the private sector to implement redevelopment projects, construct public improvements, buy and sell real estate, issue bonds and

other forms of indebtedness and to receive tax proceeds through Tax Increment Financing.

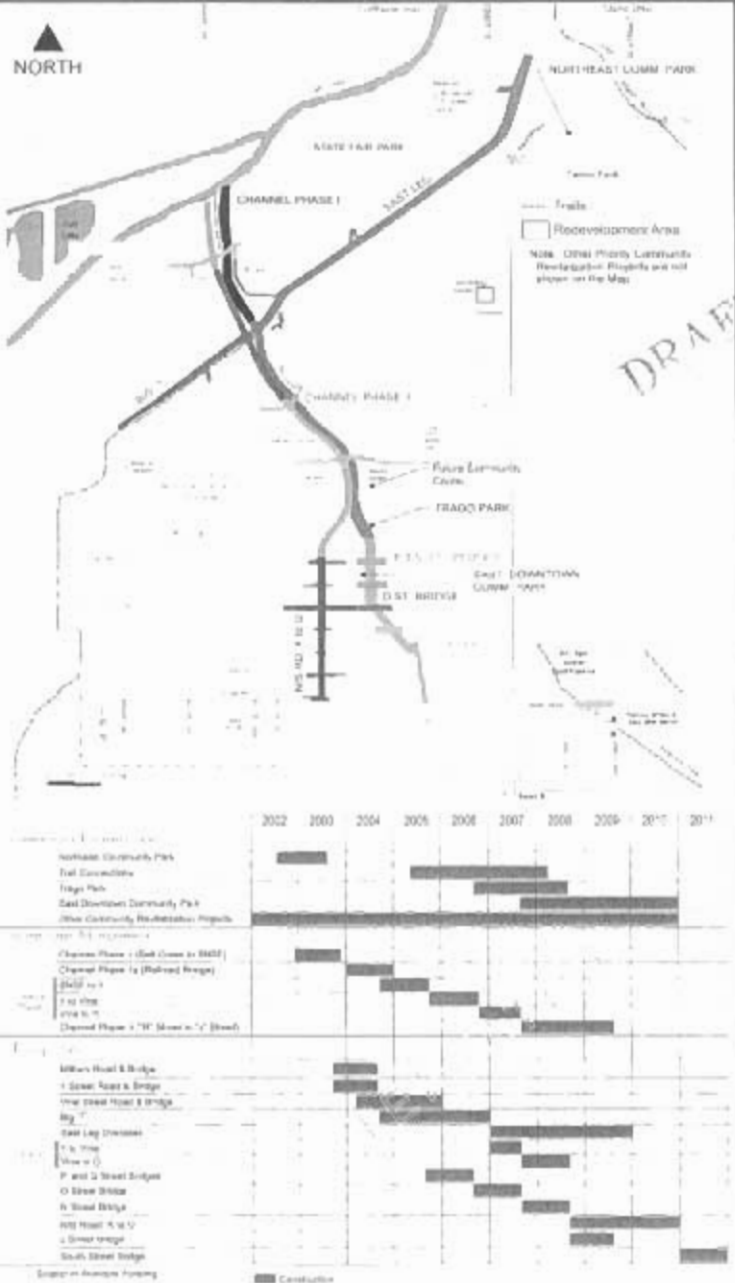
Creation of the *Redevelopment Plan* involved many people and organizations. Three committees, representing a cross-section of the City and Antelope Valley Area residents, were appointed by the Mayor to help guide the preparation of the Redevelopment Plan: the East Downtown Citizen Committee, the Neighborhood Citizen Committee, and the Whittier School Citizen Committee. A Downtown Lincoln Association (DLA) subcommittee also participated in the process.

## What's in the plan?

First, all of the elements of the existing situation were reviewed: land uses and zoning, demographics, building and site conditions, public facilities, utilities and infrastructure, transportation, street lighting and parking.

**Figure 1: Antelope Valley Projects**

- **Construct a landscaped Antelope Creek waterway from "J" Street to Salt Creek designed to safely carry 100-year flood waters.** Floodway improvements will remove 330 commercial and industrial structures, 961 residential structures and 50 acres of the University of Nebraska-Lincoln (UNL) property from flood plain designation. "The attractive new waterway will generate new public recreation opportunities, while encouraging new private investments."
- **Construct a new north/south arterial roadway (the Antelope Valley Parkway) that will connect "K"/"L" Streets (at S. 19th Street) and N. 14th Street (near Cornhusker Highway).** Construct a second new east/west arterial roadway connecting 9th/10th Streets (near Memorial Stadium) and 27th Street (near Theresa Street). The 6.2 miles of new roadway will improve traffic flow in the central core and to north-east Lincoln, reduce through traffic on 16th/17th Streets on the University Campus and relieve congestion on other central city arterial and local streets. Together, the two roadways eliminate two dangerous mainline at-grade railroad crossings (N. 14th & N. 17th Streets), which are used daily by over 90 freight and coal trains that block motorists, emergency vehicles and business commerce for over five hours per day.
- **Develop a new northeast community park and recreation fields west of N. 33rd Street & Leighton Avenue.** The new 30 acre park, called Fleming Fields Recreational Sports Park, opened in the spring of 2004 and has added needed central city recreation opportunities.
- **Create a Downtown/UNL bike trail loop connecting six existing and proposed trails to provide direct access to Downtown and UNL City Campus.** These new trails will provide pedestrians and bikers connections to Downtown, the University, neighborhoods, employment centers, schools and community and cultural centers.
- **Improve cultural centers, community learning centers and human services.** Stabilize and sustain Lincoln's cultural centers, while adding new Community Learning Centers that provide new multi-cultural opportunities and human services closer to residents' homes.
- **Redevelop the East Downtown and neighborhood retail areas with mixed-use housing, retail and office opportunities.** The new public investments will encourage economic development, research and development, job creation, and private sector investment. New mixed use commercial developments are planned in East Downtown and the Neighborhoods O Street (17th to 27th Streets), N. 27th Street (O Street to Holdrege Street), B. 27th Street (Randolph Street to Capitol Parkway) and N. 10th Street (Charleston Avenue to Military Avenue).
- **Enhance residential neighborhoods with a proper balance of new residential housing products and reinvestment in existing housing stock.** Encourage mixed income neighborhoods with expanded housing choices, including new affordable housing and new loft, multi-story and row homes in close proximity to Downtown, the University and the new waterway. At the same time, maintain and enhance existing quality housing stock.





historic resources, and human and community resources.

Next, the future market potential was analyzed in the context of completed flood plain and transportation projects. Based on all of this information and the guiding principles (See Figure 3, below right) identified by participants in the planning process, potential land use patterns were proposed. (See Figure 4 on pages 4 and 5.)

Two immediate redevelopment projects were identified. (See page 6.) These projects can be accomplished before and during construction of the flood plain and transportation improvements.

Two catalyst concepts were identified. (See page 6.) Implementation timing of both of these concepts will depend upon the formation of public sector partnerships.

As the flood plain and transportation improvements progress, more community redevelopment projects will be implemented. The *Redevelopment Plan* process identified twenty-nine *Potential Redevelopment Concepts*. (See page 6.)

To help spur the private investment needed to make those redevelopment projects and concepts a reality, *The Antelope Valley Redevelopment Plan* recommends future improvements in public facilities and services, including the East Downtown Park and the redevelopment/reuse of Whittier Junior High School. (See page 7.)

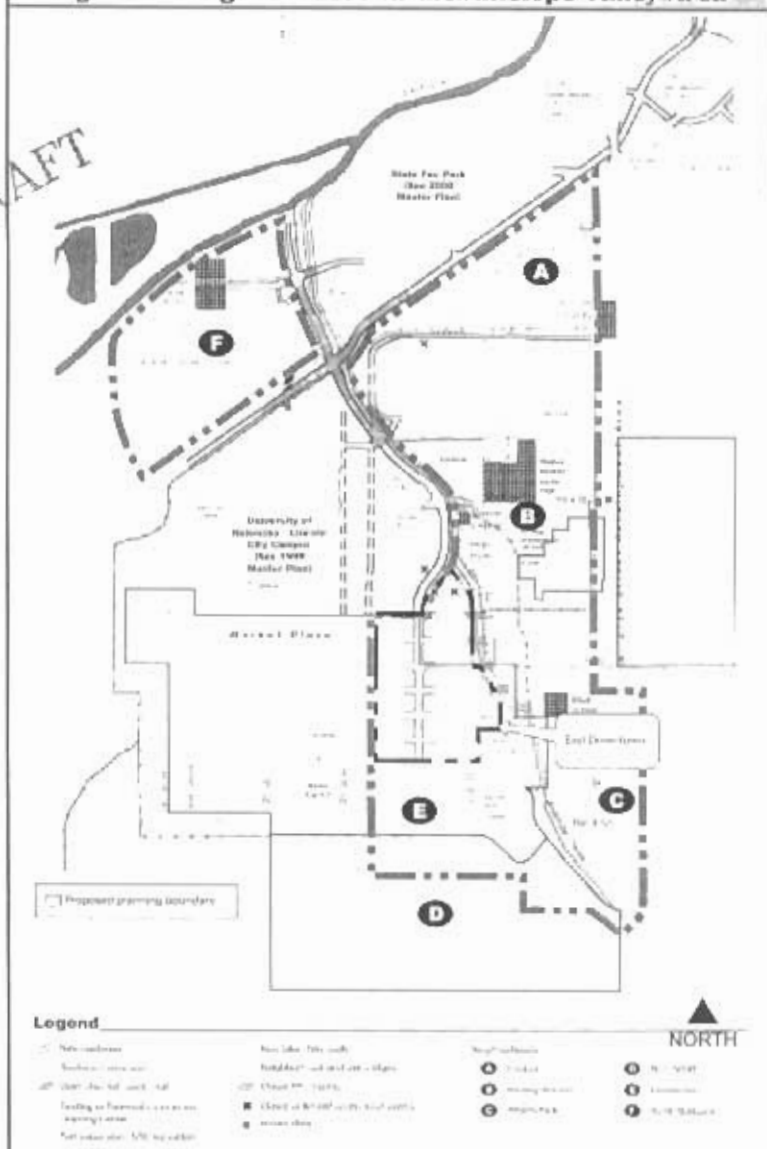
*The Redevelopment Plan* ends with a discussion of financing resources and a list of strategies to be implemented by the City's Urban Development Department. (See page 7.)

### What does this plan mean to you?

Who benefits from this plan? You do, along with everyone else in Lincoln. A strong, sustainable city center benefits everyone. A healthy, active city center means more restaurants to choose from, more customers for theaters, shops and banks. It means more recreation and entertainment possibilities. It means more jobs and businesses, more multi-income housing choices, more cultural events, and – yes – a healthier tax base. It means an even better Lincoln for everyone to enjoy!



**Figure 2: Neighborhoods in the Antelope Valley Area**



**Figure 3: Guiding Land Use and Design Principles**

- More Choices** - Provide people more choices in housing, shopping, neighborhoods, employment, recreation, entertainment and transportation.
- New Residential Products** - Encourage a range of housing types (single-family, apartments, row homes, granny flats, condominiums and live/work units) giving citizens of different incomes, ages and family sizes a wide range of choices.
- Compaction** - Compact development patterns help assure that a City uses its land, infrastructure, transportation and human resources wisely.
- Unique Attributes** - Approach planning and design as an interdisciplinary effort. Define and understand a neighborhood's unique sense of place by honoring its quality attributes and characteristics.
- Easy Walking Distance** - As many activities as possible should be located within easy walking distance of trails and transit stops. Walkable communities are desirable places to live, work, play, learn and worship.
- Open Spaces** - Establish parks, gardens, trails, plazas, playgrounds, and other open spaces that provide recreation and green areas to support existing and future residents and workers. Open spaces bolster residential living and economic development.
- Public Spaces** - Public spaces should encourage a presence of people at all hours of the day.
- Conservation** - Redevelopment should help conserve resources and manage waste.
- Economic Development** - Create economic development patterns that support the existing business community and promote new business development opportunities. Protect critical economic enterprise areas and promote a variety of locations for economic activities.
- Commercial Buildings** - Promote a range of urban commercial building types with at least two floors to insure a range of commercial uses and employment choices.
- Economic Restructuring** - Companies and job markets must recognize the current restructuring of the local, regional, national and international economies.
- Sustainability** - Redevelopment should follow the "sustainability" principles of equity, economic development and environment.
- Public Services** - Schools, infrastructure and services should support the planned levels of residential, office, service and retail development. Quality public amenities and infrastructure will attract private sector development to enhance economic vitality and quality of life.
- Regional Services** - Regional uses and services (e.g., government, library, convention center, stadiums, museums) should be located in the Downtown environs.
- Broad Support** - For a community to be successful in implementing its vision, both the public and private sector must embrace the vision.
- Participation** - Encourage resident, stakeholder & citizen participation in continued planning efforts and decision-making. People are the best resource for visioning and investing in the future.
- Public Decisions** - Make public decisions and public redevelopment decisions predictable, fair and cost effective.
- Incentives** - Provide incentives and tax policies to support urban intensification including brown field redevelopment and the redevelopment of underutilized lands and buildings.





**MURT - Mixed-Use Retail:** As the primary use in neighborhood retail centers, the category allows not only retail, but residential/office/services or Mixed-Use buildings with retail on the first floor and office and/or residential use of upper floors. This use is intended to improve the existing fragmented retail character - along 10th Street in North Bottoms, along South 27th Street, Randolph Street to Capitol Parkway and along North 27th, O to Holdrege.

**MU - Mixed-Use:** Located east of traditional Downtown, this category accommodates a wide variety of land uses that are compatible with adjacent residential uses and supportive of Downtown as the community's center. Residential uses are encouraged throughout the area, particularly high-density, high amenity residential uses between 17th Street and the river creek/park. Within the area, sub-districts should be encouraged as well, including:

- University/office/research and residential uses in the area west of Antelope Valley Parkway and north of O Street.
- Office/residential uses in the K to L, 17th to 22nd Street area which is a key entry corridor to and from Downtown, and
- High quality office, residential or mixed uses in the area west of the waterway and south of O Street.

Mixed uses along O Street will provide an attractive corridor to and from Downtown while bringing neighborhood amenities and services to the Antelope Valley Area. As primarily a vehicular corridor, public streetscape improvements and higher design standards for private development will create and maintain an attractive "edge" along the corridor.



**HD - High Density:** This residential land use pattern is located south of "K" Street, generally between the State Capitol Square and Lincoln High School and has greater density than other residential categories. Owners of unattractive slip-in apartments in the neighborhood should be encouraged to provide a new exterior facade that is more compatible with the surrounding residential structures.

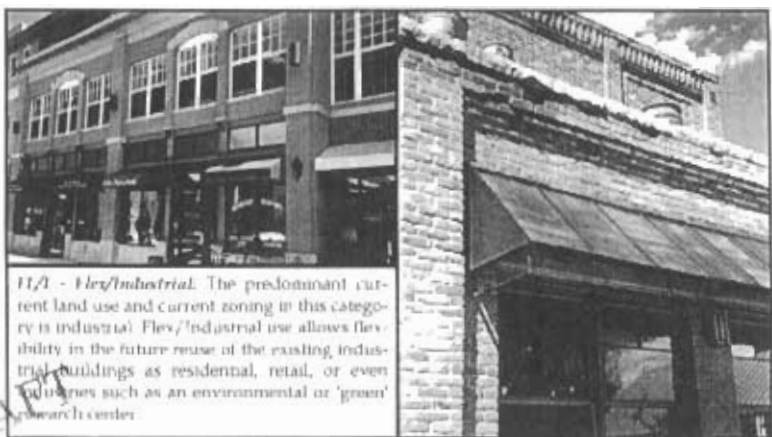
# Future Land

Future land use patterns can be used to outline Figure 4, below, indicates the locations of those along with photos, help illustrate



# Use Patterns

long-range vision for the Antelope Valley Area.  
 tioned patterns. Brief descriptive summaries.  
 h respective land use category



**FI/I - Flex/Industrial:** The predominant current land use and current zoning in this category is industrial. Flex/Industrial use allows flexibility in the future reuse of the existing industrial buildings as residential, retail, or even offices such as an environmental or 'green' research center.



**LD - Low Density:** This land use pattern encourages new housing products and mixes with low housing density to strengthen surrounding and adjacent neighborhoods. Where appropriate, the existing architectural and single-family development patterns should be honored.



**LDC - Low Density Conservation District:** Preservation, restoration and renovation of the area's many quality and viable older homes is the primary emphasis in this category. With a land use density similar to Low Density, new housing products would be allowed, but primarily to replace lesser quality housing structures that cannot be economically updated.



**M - Medium Density:** Found in most neighborhoods, this medium density residential land use category encourages new mixed-income housing products with strong design characteristics. While current quality housing structures should be retained, lesser quality housing should be replaced with new quality housing products.



**MC - Medium Density Conservation District:** Preservation, restoration and renovation of the area's many quality and viable older homes is the primary emphasis in this category. With a land use density similar to Medium Density, new housing products would be allowed, but primarily to replace lesser quality housing structures that cannot be economically updated. "Slip-in" apartments should be encouraged to provide a new exterior facade that is more compatible with the surrounding residential structures.



# Two Redevelopment Projects

## • Vine Street

Bounded by Vine and U 24th and 23rd Streets, the Vine Street Redevelopment Project will encourage new housing products and mixes that are slightly denser than the surrounding and adjacent neighborhoods. The Redevelopment Plan recommends new single-family affordable housing which will be attractive to first-time home buyers. An increase in homeownership will strengthen the surrounding neighborhoods.

Design of the new housing should be architecturally appropriate to respect the historic quality of the Hawley Neighborhood and its multi-cultural demographics.

## • Neighborhood Enhancement

To help jump-start the private sector reinvestment strategy, concentrated areas should be improved first to create a visible improvement to key portions of the neighborhoods in a relatively short time. These projects are called "Neighborhood Enhancement Redevelopment Projects" and are envisioned in all the neighborhoods of the Antelope Valley Area, beginning in the Malone/Hawley neighborhood.

Neighborhood Enhancement involves a variety of strategies and improvements:

- Improve utilities and streetscapes on major pedestrian and vehicular corridors
- Identify existing buildings which should be preserved. New developments should integrate these significant existing properties into future development concepts
- Improve existing housing which has been negatively impacted by deferred maintenance or past modifications inconsistent with the style or context of the house. Provide financial assistance or incentives to property owners to make improvements that make the building more sound and more compatible with the surrounding neighborhood.
- Identify properties that may be opportunities for key commercial redevelopment.
- Identify the few instances of blighted and dilapidated housing. Purchase and clear the property and either replot it to adjacent land owners or redevelop it into new mixed density housing.



Figure 5: Vine St. Redevelopment Project



Neighborhood Enhancement Example: street and curb replacement

## Two Redevelopment Concepts

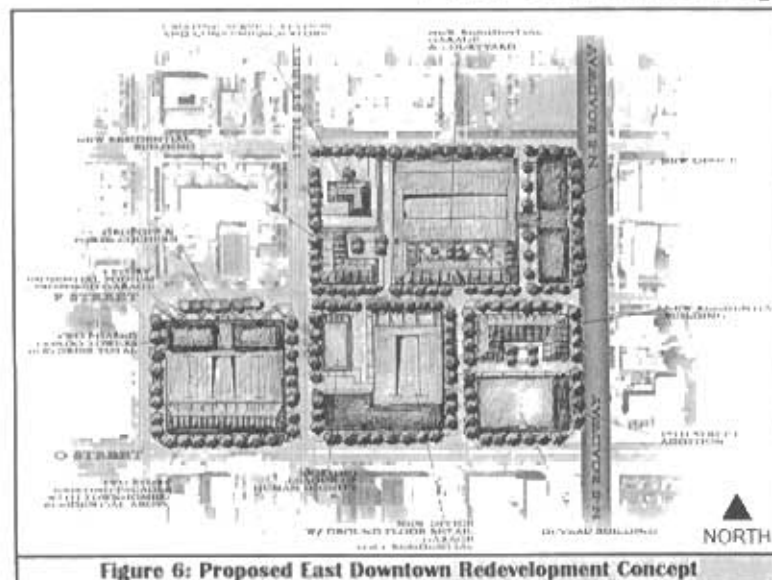


Figure 6: Proposed East Downtown Redevelopment Concept



Figure 7: Proposed Malone Neighborhood Redevelopment Concept

## • East Downtown

The East Downtown Redevelopment Concept is located roughly between 16th and 19th, O to Q Streets. It includes mid-rise, mixed-use buildings, such as residences, research and development activities, office and retail uses. Street-oriented retail development should be compatible with quality existing buildings, like the former Duteau building.

East Downtown would be ideal for Nebraska alumni and other types of residential housing, enabling residents to be in close proximity to Downtown restaurants, entertainment and amenities, while also being within walking distance of UNL's educational, cultural and sport activities.

East Downtown also abuts the UNL public research and development facilities. It is anticipated that private sector research and development enterprises would be interested in locating here to be in close proximity to the University's R & D activities. Together, these uses would spin off other desirable land uses.

Figure 6 illustrates a potential mixed-use vision for East Downtown. This image is illustrative only and different mixes and block locations could achieve similar objectives.

## • Malone Neighborhood

The Malone Neighborhood Redevelopment Concept is for redevelopment of an area in Malone between 23rd and 24th, P and R Streets. Residential redevelopment of this area east of the new waterway will help promote maximum private investment adjacent to the waterway, once the designated flood plain is removed.

The emphasis here should be on a quality residential transition between the O Street mixed-use area and the traditional residential neighborhood of the Malone/Hawley Neighborhood. These blocks should be redeveloped with a mixture of traditional and new housing products and designs, for example: row homes, town houses, cottages, and granny flats. To date, not many of these new residential products have been built in Lincoln, but they have proved successful in other cities.

Figure 7 illustrates a potential residential vision for this area of Malone. The image is illustrative only and different mixes or locations could achieve similar objectives.

## Future Public Improvements

To realize the 20-year vision contained in the *Antelope Valley Redevelopment Plan*, both public and private investment will be necessary. Public investment can act as a catalyst, making private investment more attractive and feasible. The Plan proposes public investment, where necessary, to improve water supply, sanitary sewer and storm sewer systems, communication systems, and transportation systems (streets, sidewalks, trails, and public transit). There are other more specific investments as well, including:

**East Downtown Park:** In the Antelope Valley Area, there will be many opportunities for passive and active public recreational uses along the new waterway. The main focus of activity will be the East Downtown Park, along the waterway between O and R Streets. (See Figure 8.)

Planned park facilities include a skating rink, outdoor amphitheater, water fountains, water play features, and other attractive amenities that will help the East Downtown Park be a major public gathering place for events, concerts, and festivals. It will also be a quiet place to stroll, feel the sun, eat lunch, or read a book.

**Whittier:** The former Whittier Junior High School is both a public problem and resource. It qualifies for listing on the National Register of Historic Places under the U.S. Interior Department as the first junior high school west of the Mississippi River. A citizen committee, after exploring many alternatives, recommended using the 144,000 square foot building for educational and mixed uses. Renovation estimates ranged from \$12 to \$25 million. Exploratory reuse and partnering talks continue between Lincoln Public Schools, the University of Nebraska, the City, and others. For the well-being of the surrounding neighborhoods and the building itself, a course of action needs to be identified soon.

**Human and Community Services:** Physical surroundings are very important to achieve a successful neighborhood. Yet citizens need more – health, personal well-being, and personal relationships – to achieve a satisfying quality of life in a successful neighborhood. To improve the resources available to achieve these personal needs, the *Antelope Valley Redevelopment Plan* proposes improvements in human and community services, including:

- Expansion of Community Learning Centers (CLCs),
- Strengthening of the financial viability of cultural centers,
- Development of a Joint Community Center in Trago Park,
- Expansion of Elliot School as a Community Learning Center, and
- Expansion of the Peoples Health Center on N. 27th Street.

## Financing

The primary burden for revitalization of the Antelope Valley Area must be on the private sector, yet some redevelopment projects will require joint participation by the private and public sectors. Sources for project funding may include:

- Private contributions,
- Tax Increment Financing (TIF),
- Capitol Improvements Program Budget (CIPB),
- Community Development Block Grants (CDBG),
- Special Assessments - Business Improvement Districts,
- Municipal Infrastructure Redevelopment Fund (MIRF),
- Advance Land Acquisition Fund,
- Home Investment Partnership Act (HOME),
- American Dream Downpayment Initiative (ADDI),
- U.S. Housing and Urban Development Department - Section 108 Loan Program, and
- Other Federal and State Grants.

## Urban Development Strategies

Major Antelope Valley initiatives that should be guided by the City's Urban Development Department include:

- **Implementation of Redevelopment Projects:** The City should take the necessary steps to implement the Vine Street Redevelopment Project and Neighborhood Enhancement Redevelopment Projects.
- **Exploration of Proposed and Potential Redevelopment Concepts:** The City should explore with the abutting property owners and interested developers the feasibility of the East Downtown Redevelopment Concept, the Malone Neighborhood Redevelopment Concept, and the twenty-nine Potential Redevelopment Concepts.
- **East Downtown Park Enhancements:** Fund raising efforts should begin for the East Downtown Park enhancements.
- **Additional Infrastructure:** As redevelopment projects are identified, the City should carefully determine whether new utilities, communication, broadband, transportation, parking, and infrastructure systems are needed to handle the new projects and strengthen the surrounding neighborhoods.
- **Other Redevelopment Programs:** The City and relevant stakeholders should continue to implement the Focus Area revitalization strategies, the North 27th Street Corridor and Environs Redevelopment Plan, the House Preservation and Infill Program, the Public Art project, and the Free to Grow program.

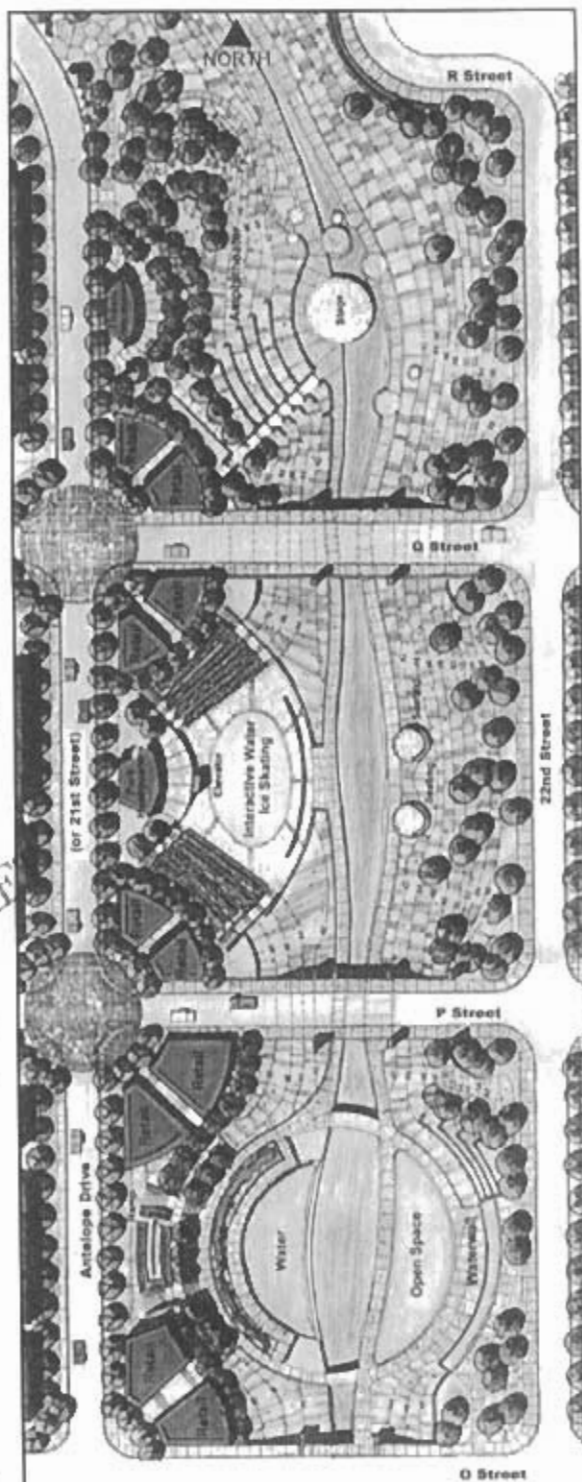


Figure 8: East Downtown Park Plan





## Potential Redevelopment Concepts

As part of the Antelope Valley community revitalization planning process, twenty-nine Potential Redevelopment Concepts were identified. Some are contingent upon future decisions on issues, roadway construction, etc., and others may prove to be feasible. (See Figure 9.)

### 1. Grocery Store

Develop a 40,000 sq. ft. grocery store, possibly south of O and east of 22nd Street, that includes additional retail space and parking to meet the needs of surrounding neighborhood, including school children, and medium living in the lot space above the retail shops.

### 2. O Street Mixed-Use

Develop Mixed-Use from the north side of O to F, between 24th and 25th Streets, that retains the Hispanic Cultural Center building and develop new ground floor retail fronting on O Street, including upper level loft, townhomes, and small apartment buildings.

### 3. Antelope Valley Parkway & O Street Southwest Mixed-Use

Develop new Mixed-Use office/retail development along O Street, especially past 19th Street and Mixed-Use residential development located along N Street to provide a transition to more concentrated residential uses further south.

### 4. Large Employers Area

Provide an location in the waterway for large scale office development, with easy access via Capital Parkway. The old brick telephone company building may provide an industrial theme for the redevelopment.

### 5. Neighborhood Enhancements Subsequent Phase

Potential public improvements may include new street trees, lighting, and sidewalk and curb replacement.

Where necessary, close existing, deteriorated structures and redevelop into new mixed density housing, which from past leg signals and existing properties into future development concepts.

Provide maintenance assistance in quality housing for existing, existing, etc. Where possible, encourage reworking past modifications that were inconsistent with the original style or context of the house.

### 6. N. 14th Street Area

When properties are being sold and funding is available, acquire them with the goal of new housing or green space. Strongly encourage housing, along 14th Street.

### 7. North Bottoms University Parking Lot Area

Pursue new medium density residential opportunities. This site will not be available until after the V Street bridge and related roadways are complete. The final plan will need to be addressed.

### 8. 10th Street-South Bottoms Main Street

Develop Mixed-Use retail, commercial and residential uses that are integrated in the same building wherever possible and live up to the arts, coffee shops, and neighborhood services. Last subject buildings with street level, parking shops can generate a creative pedestrian atmosphere in the area.

### 9. North Bottoms South Edge

Provide new medium density residential opportunities. Future Park, Open Space buffers the area from I-180. The final plan's final plan will need to be addressed and existing businesses relocated.

### 10. North Bottoms Grocery/Retail

Develop a grocery store sized to meet needs in the neighborhood and 10th Street. Other retail and commercial uses should provide neighborhood level services, e.g. cleaners, laundry, gas, convenience.

### 11. Indian Center/Military Complex Community Learning Center

Develop community learning center programs and facilities in coordination with the Indian Center and Military, for example, before and after school child care/after school programs, senior care and activities, health care, programs, English Language Learning classes, etc.

### 12. Military Complex Reuse

Reuse possibilities could include senior buildings for U.S. Military, U.S. Veterans, or U.S. agencies, large apartment buildings for new immigrants or new to Lincoln families, a multi-cultural business incubator or workspace, commercial uses.

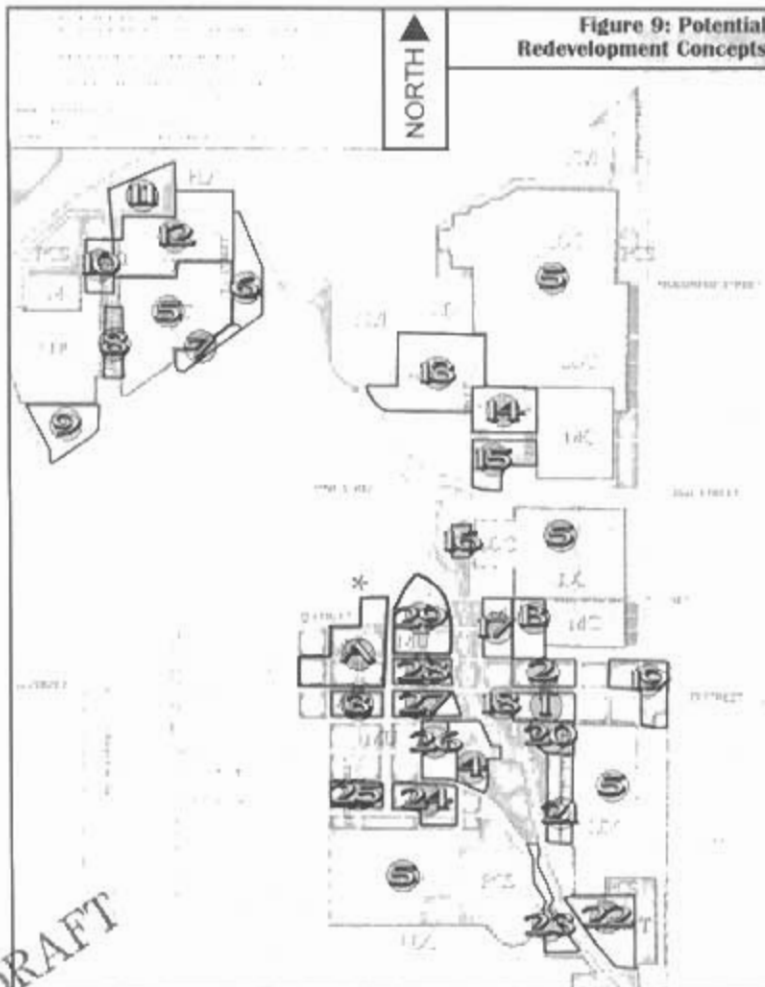
### 13. Private Sector B&B/Lodges Space

Private development should focus on medium density, in U.S. military's proposed research and development facility at the "Twentieth" (20th) street and 1st street. Industrial zoning, various opportunities for research and development uses, e.g. vehicle testing, outdoor labs, storage, etc.

### 14. Husker Link Residential Area

Re-develop existing business, and redevelop the site into a medium density medium density residential, with townhomes, multi-unit multi-unit houses, and multi-family houses fronting on the rail and open space and the access to U.S. military's research and development and campus is an asset.

Figure 9: Potential Redevelopment Concepts



### 15. Whittier Education & Community Learning Center

Reuse the structure for education and educational administration use, developing learning programs and educational facilities in coordination with Lincoln Public Schools, UNL, and Southeast Community College. Community learning programs should supplement the core programs of the host center.

### 16. Joint Community Center

Build a new Joint Community Center that will provide community learning opportunities in the neighborhood. Your round and incorporate a new neighborhood pool to replace the old one.

Work with the Clyde-Malone Community Center, if they choose to relocate as part of Togo Park and Central Lincoln Community Center without losing the Clyde-Malone Community Center identity.

### 17. Malone Waterway Residential Area

Develop higher end, quality, medium density residential uses that front on the waterway and park, making the area an attractive mixed-income neighborhood.

### 18. N/P Street Corridor

Defined as the block between N and P Streets, this area should be developed with a new atmosphere and new mixed-use buildings that strongly emphasize residential and retail uses that are designed for sidewalk interaction.

### 19. 27th & O Street

Rehabilitate or construct new buildings and shops upon that create a vibrant gateway into the Downtown area. Retail and commercial uses should focus on neighborhood and regional services, and specialty shops that emphasize the ethnic diversity of the area.

### 20. Elliott School Community Learning Center

Re-use community learning center programs and facilities in coordination with the Elliott School, YMCA and other partners. Elliott School grounds provide adaptive reuse as school and summer opportunities for recreation and community space.

### 21. Randolph Street to Elliott Residential Area

Develop higher end, quality, medium-density residential uses that front on the waterway and park, making the area an attractive mixed-income neighborhood.

### 22. 27th Street and Randolph Street Area

Encourage Mixed-Use redevelopment built around the two existing grocery stores and furniture stores. Replac and renovate as needed.

### 23. Lincoln High Area

Use for High school, parking and on-street field use possible.

### 24. Capital Parkway East Mixed-Use

Focus Mixed-Use office development on Capital Parkway, especially near 19th Street. Encourage uses that support government and education.

### 25. Capital Parkway West Mixed-Use

Encourage Mixed-Use office development that support government and education (Hawaii Pacific College).

Develop a "gateway" into Downtown.

### 26. Warehouse/Loft Area

Develop Mixed-Use office/retail that is directly off I-180 overpass.

Buildings in the area may be suitable for rehabilitation that provides both commercial and residential uses and live/work units.

### 27. New N/S Roadway & O Street Southeast Mixed-Use

Develop Mixed-Use office/retail/residential uses that access on O and N Streets, especially near 19th Street and the waterway.

Promote an a primary location for major businesses.

Explore the opportunity for a cultural asset building in the west side of waterway.

### 28. Rock Island Station Activity Area

Develop a Mixed-Use urban village retail center, located around the historic Rock Island Station building.

Create a first floor to the neighborhood in the Union Block park area. In fact a vibrant area linking O Street and P Street, near the Union building and the corporate Antelope Drive (N 1st Street) street space.

### 29. East Downtown Park Community Activity Area

Develop as a Mixed-Use area, focusing on housing and using the close proximity to the University and Downtown as an asset. Explore opportunities for both commercial and residential uses and live/work units.

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